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ABSTRACT

The principal goals of the Institute were to implement equality of educational opportunity and school desegregation in eight Illinois communities, through the training of eight Community Teams, consisting of professional public school leaders and community leaders. The initial status of each community, the processes in which they engaged to identify their problems and remedy them, a report on education in the communities at the end of the funding period, and prognoses for the future are described. The Institute took place from April 1, 1967 through June 30, 1968. [Four pages of coperighted material have been deleted from the document.] (Authors)

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FINAL REPORT OF THE

INSTITUTE OF ADMINISTRATIVE LEADERSHIP IN SCHOOL DESEGREGATION AND EQUAL EDUCATIONAL OPPORTUNITY

Project I-290
A Special Training Institute on
Problems of School Desegregation

Under Provisions of Title IV, Section 404,
of Public Law 88-352, The Civil Rights
Act of 1964

April 1, 1967 to June 30, 1968

Center for Inner City Studies of
Northeastern Illinois State College
Chicago, Illinois

In conjunction with
College of Education
University of Illinois at Chicago Circle
Chicago, Illinois

In cooperation with
Education Services Division
Illinois Commission on Human Relations
Chicago, Illinois

and
Midwest Education Office
Anti-Defamation League of B'nai B'rith
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INTRODUCTION AND ABSTRACT

This is the final report of the Institute of Administrative Leadership in School Desegregation and Equal Educational Opportunity. It was funded under Title IV, Section 404, Public Law 88-352 of the Civil Rights Act of 1964, from April 1, 1967 through June 30, 1968 with a grant of $108,804. It was a cooperative project of two public supported institutions of higher learning: Northeastern Illinois State College and the University of Illinois at Chicago Circle; a public agency: the Illinois Commission on Human Relations; and a private agency the Anti-Defamation League of B'nai B'rith. The principal goals of the Institute were to implement equality of educational opportunity and school desegregation in eight Illinois communities, through the training of eight Community Teams, consisting of professional public schools leaders and community leaders.

The Institute's program for training Community Teams through a Model for Equal Educational Opportunity is described herein. The program's model was implemented through a series of conditions and a group of techniques. The skills, affiliations and work arrangements of the faculty are described.

The eight communities in which we worked are briefly described demographically. The initial status of each community in equal educational opportunity and school desegregation, the processes in which they engaged to

identify their problems and remedy them, a report on education in the communities at the end of the funding period, and prognoses for the future are also described.

Each community was evaluated for the progress that was made in the areas indicated below. Evaluation in the following areas are reported:

-Date the school district affiliated with the Institute

-Action of Board of Education to affiliate

-Policy statements adopted by the Board of Education

-Plans made to desegregate secondary schools

-Implementation of plans to desegregate secondary schools

-Implementation of plans to desegregate elementary schools

-An evaluation of plans and extent of their implementation, to make the kinds of structural changes in the schools which would insure progressively greater equality of educational opportunity and school integration.

The processes through which the faculty and Community Teams developed insights and operating plans during the year are reported. A number of findings relating to problems of Equal Educational Opportunity and School Desegregation are reported, including the changing views and practices of the various publics served by the schools in our Illinois cities.

Hypotheses concerning reasons for successes, partial success and failures are explored as part of the findings. Finally recommendations for future action are stated briefly.

Appendices to the report contain articles and speeches developed by members of the faculty relating to their work, Policy Statements adopted by affiliated Boards of Education, letters from participating and related persons, reports developed by affiliated groups, programs of workshops conducted in the Institute, an address by John McKight of the U.S. Commission on Civil Rights, a newspaper article by Sidney J. Harris, an article by Dean Theodore Sizer in the Saturday Review of Literature and an article by Professor Norton E. Long of The University of Illinois in Urbana, in Trans-Action magazine.

INSTITUTE FACULTY

As indicated in the proposal of March 9, 1967, the faculty of the Institute represented diverse academic disciplines and instructional areas as they relate to the public schools: (a) Our concern was that we have the option of using diverse academic skills of analysis to analyze problems of equal educational opportunity and to develop remedies for inequities, (b) At the same time we desired a faculty whose skills would speak to the administrative and instructional areas of the public schools. We needed faculty skills to offer consultative and referral services to our public school and community client-participants in the Institute as the organization and curriculum of the schools required remediation. This section will include the following information concerning the faculty: names, affiliations, subject matter specialities, time commitment and period of affiliation with the Institute faculty.

Of the twelve faculty members who were affiliated with the Institute at its inception in April, 1967, (Bailey, Beck, Cohen, Erickson, Flair, Futorian, Krumbein, Laufe, Rakove, Smith, Solzman, Young), seven were working with the Institute at its conclusion in June, 1968 (Bailey, Beck, Cohen, Erickson, Flair, Krumbein and Young). However, during the course of the Institute, twenty two professional persons were affiliated with the faculty

on a part-time to full time basis. In addition, three clerical persons worked with the program, and a large number of speakers and occasional consultants were affiliated with the program at various times.

FIGURE 1

NAMES, PROFESSIONAL AFFILIATIONS AND INFORMATION ON EMPLOYMENT RELATIONSHIPS OF THE INSTITUTE FACULTY

Name and Affiliation	Percentage Time	Calendar Period
Donn F. Bailey Assistant Director of Center for Inner City Studies	1 day per week	4/67 - 5/68
Edward Barnes Associate Professor and Assistant Director, Center for Inner City Studies	1 day per week	10/67 - 5/68
Armin Beck Director of the Institute and Associate Professor, Center for Inner City Studies	¼ to ½ time	4/67 - 5/68
James Brown Administrative Assistant	Part time	5/15/67 - 8/67
David K. Cohen U.S. Commission on Civil Rights and Harvard-MIT Joint Center for Urban Studies	Occasional Consultant	
Frederick David Erickson Instructor, Kendall College	1 day per week	4/67 - 5/68
Merrell D. Flair Assistant Dean, Northwestern University Medical School and Instructor, Center for Inner City Studies	1 day per week	4/67 - 5/68
Aviva Futorian Midwest Education Director Anti-Defamation League of B'nai B'rith	1 day per week	4/67 - 5/68

FIGURE 1 Continued

Name and Affiliation	Percentage Time	Calendar Period
Eliezer Krumbein Co-Director of the Institute and Associate Professor of Education, University of Illinois at Chicago Circle	¼ to ½ time	4/67 - 5/68
Martin Laufe, M.D. Psychiatrist and Assistant Professor of Health Science, University of Illinois at Chicago Circle	1 day per week	4/67 - 4/68
Peter C. Lewis Director of Governor Kerner's Committee on Literacy and Learning	1 day per week	5/67 - 4/68
Milton Rakove Associate Professor of Political Science, University of Illinois at Chicago Circle	1 day per week	4/67 - 5/67
Dale Richardson Administrative Assitant of Institute	Full time	9/67 - 5/68
Warner Saunders Director, Better Boys Foundation	1 day per week	3/68 - 5/68
Donald H. Smith Director and Associate Professor Center for Inner City Studies	1 day per week	4/67 - 12/67
David M. Solzman Assistant Professor of Geography, University of Illinois at Chicago Circle	1 day per week	4/67 - 10/67

FIGURE 1 Continued

Name and Affiliation	Percentage Time	Calendar Period
Charles A. Tesconi, Jr. Assistant Professor of Education, University of Illinois at Chicago Circle	1 day per week	3/68 - 6/68
Anderson Thompson Assistant Principal of Forrestville High School and Lecturer, Center for Inner City Studies	1 day per week	3/68 - 5/68
Albert Thrasher Director of Human Relations, Springfield, Ohio	Occasional	
Philip Walker Staff, Illinois Commission on Human Relations; Assistant Dean Parkland Junior College, Champaign, Illinois	1 day per week	8/67 - 5/68
Ben Williams Assistant Director of Education Services, Illinois Commission on Human Relations	1 day per week	9/67 - 5/68
Beatrice C. Young Director of Education Services, Illinois Commission on Human Relations	1 day per week	4/67 - 5/68
Lorene Anttila Secretary	Full time	2/15/68 - 5/68
Joan Jackson Secretary	Full time	4/67 - 8/67
Richard Myles Clerk	¼ time	2/15/68 - 5/68

The figure which follows indicates the areas of faculty participation and their institutional affiliations:

FIGURE 2: AREAS OF FACULTY PARTICIPATION

Instructional Area	*Personnel		
	CICS	UICC	Other affiliation
Urban sociology, anthropology, LTG			Mr. Erickson (KC) Mr. Saunders (BBF)
Educational Psychology, Evaluation, LTG, Counseling	Dr. Barnes	Dr. Krumbein	Dr. Flair (NU) Dr. Laufe (MRH) Mr. Lewis (GCLL)
Organizational Behavior and School Administration	Mr. Thompson Dr. Beck		Mr. Williams (ICOHR)
English, Communication Theory, Linguistics	Dr. Smith Mr. Bailey		
Social Studies, Community Relations	Miss Richardson Mr. Brown		Miss Young (ICOHR) Miss Futorian (ADL) Mr. Weaver (PJC)
Science, Urban Ecology		Dr. Solzman	Mr. Thrasher (UC)
Desegregation, governmental relations, local and state politics, Educational philosophy		Dr. Rakove Dr. Tesconi	Dr. Cohen (USCCR)

*CICS - Center for Inner City Studies
UICC - University of Illinois at Chicago Circle
KC - Kendall College
NU - Northwestern University
MRH - Michael Reese Hospital
ICOHR - Illinois Commission on Human Relations
ADL - Anti-Defamation League of B'nai B'rith
USCCR - United States Commission on Civil Rights
PJC - Parkland Junior College
BBF - Better Boys Foundation
UC - University of Chicago
GCLL - Governor's Committee on Literacy and Learning

The faculty of the Institute followed the practice of rotating its membership among each of the nine school communities with which we were affiliated. Not every person worked in each community. However, the practice of rotation served to familiarize individuals with the personnel, problems and proposed and implemented remedies throughout the state. In addition, this practice enabled us to assess, in limited fashion, the variations and combinations "interpersonal style" which might best serve the purposes of the Institute. Another way of stating this is that we were concerned that the idiosyncratic behavior of faculty members and community members not interfere with the accomplishment of our objectives. We therefore tried various combinations of personnel.

At the conclusion of our funding period, in June, 1968, we arranged to have teams of Institute faculty survey the final status of Equal Educational Opportunity and School

Desegregation in each community in which we worked. Figure 3 , which follows, shows the personnel of these survey teams. The first named person in each city was responsible for its survey. The findings of these surveys constituted a partial basis for this final report of the Institute. Figure 4 , which follows shows the affiliation of our faculty with individual school district surveys, listed by name of the district.

FIGURE 3

MEMBERSHIP OF FACULTY TEAMS WHICH SURVEYED THE STATUS OF EQUAL EDUCATIONAL OPPORTUNITY AND SCHOOL DESEGREGATION IN EIGHT SCHOOL DISTRICTS IN ILLINOIS, JUNE 1968*#

Champaign	Danville	Decatur	East St. Louis
FLAIR	WILLIAMS	WALKER	LEWIS
Walker	Young	Tesconi	Walker
Lewis	Bailey	Williams	Saunders
Saunders	Thompson	Thrasher	
Thrasher	Erickson		
Maywood Elementary	Peoria	Phoenix/ South Holland Elementary	Rockford
ERICKSON	BAILEY	THOMPSON	TESCONI
Williams	Thompson	Williams	Saunders
Flair	Krumbein	Erickson	Bailey
Thrasher	Beck	Lewis	Krumbein
Thompson	Richardson	Anttila	Thrasher

*Note: First name person in each school district was chairman of the survey team

#Note: No survey was taken in Thornton Township High School District. The findings of the Phoenix South Holland Survey described some conditions in Thornton Township, of which it is a part.

FIGURE 4

PARTICIPATION OF FACULTY MEMBERS IN JUNE, 1968 SURVEYS OF EIGHT COMMUNITIES IN ILLINOIS, LISTED BY FACULTY MEMBER

ANTTILA	BAILEY	BECK	ERICKSON
Phoenix	Peoria Rockford Danville	Peoria	Maywood Danville Phoenix
FLAIR	**KRUMBEIN**	**LEWIS**	**RICHARDSON**
Champaign Maywood	Rockford Peoria	East St. Louis Champaign Phoenix	Peoria
SAUNDERS	**TESCONI**	**THOMPSON**	**THRASHER**
Rockford East St. Louis Champaign	Rockford Decatur	Phoenix Peoria Danville Maywood	Champaign Decatur Maywood Rockford
WALKER	**WILLIAMS**	**YOUNG**	
Decatur East St. Louis Champaign	Danville Maywood Decatur Phoenix	Danville	

INSTITUTE GOALS

The name of the Institute, "Institute for Administrative Leadership in School Desegregation and Equal Educational Opportunity" suggests two major foci of program objectives.

I. To develop administrative leadership teams in each community whose members:

(A) would identify problems of inequality of educational opportunity and school segregation and-

(B) would develop remedies which would be appropriate to solve these problems locally.

From the outset, the faculty took the view that the problems of the nine communities were so great and spread out over so wide a geographic and social terrain that it would not be possible for a professional program staff to deal with them, without substantial community support. The faculty therefore set about identifying local leadership and civic groups, with the cooperation of the local Superintendent of Schools and Directors of human relations agencies. The teams included:

Superintendents of schools
Directors of guidance and curriculum
President and members of the Board of Education
PTA Council President
President of Human Relations Commission
Leaders of NAACP, Urban League etc.
Leaders of poverty community
Faculty member of nearby college or university, who could bring the resources of such institutions to bear on school problems

II. To develop a model which serves to:

(A) identify problems of inequality of educational opportunity and school segregation and

(B) serves to develop strategies and programs for remedying these problems.

In order to achieve this objective, we provided a variety of helping relationships with members of the Community Teams and other persons and institutions in the communities. It was imperative that we develop a model with maximum flexibility if the Institute was to achieve lasting improvement in persistent problem areas of equal educational opportunity.

The working objectives which follow are drawn from our proposal, dated March 9, 1967. They delineate specific objectives toward which we worked:

1. Provide core administrative teams (including school administrators, college teachers and community leaders) from selected Illinois communities with an interdisciplinary overview of the social forces affecting integration.
2. Improve communication within the Team and develop a more sophisticated insight into the dynamics of individual change.
3. Importantly, to train each Team to recognize opportunities which offer promise of individual and community change and which will enable them to serve as agents of change.

4. Familiarize teams with ways and means of utilizing innovative materials and programs to be presented to them, which will promote desegregation and equal educational opportunity.
5. Train Teams to develop workable plans for effecting school desegregation. Familiarize them with resources available in the community, public and private institutions and service agencies and universities which may be used to develop, implement and strengthen programs of school desegregation and equal educational opportunity.

MODEL FOR ACHIEVING
EQUAL EDUCATIONAL OPPORTUNITY AND SCHOOL DESEGREGATION

In the eight months between September, 1966, when members of the faculty began to write the proposal for the Institute, and the time it became operational in April, 1967, a model for action was developed. During the first months of the Institute's activity it was refined. What emerged, was a Model for Achieving Equal Educational Opportunity (EEO) and School Desegregation. This was to be implemented through a series of "Conditions for Implementation of the Model", and a group of "Techniques for Implementation of the Model". The Model is outlined below. A discussion follows the outline and discussions of the "Conditions" and "Techniques" are in the next sections.

THE MODEL

1. Selection of participating cities and school systems by the Institute.
2. Contact local school Superintendent: Board of Education agress to affiliation with Institute
3. Form Community Teams
4. Teams identify problems of inequality of educational opportunity and possible remedies.
5. Teams develop policy statements on Equal Educational Opportunity (EEO) and School Desegregation for presentation to Boards of Education.

   Statements to include:

   - Existing educational conditions in community, probable causes and suggested remedies.
   - Formation of Community Commission on Equal Educational Opportunity and School Desegregation.
   - Time schedule for achieving remedies.
6. Team develop community strategy to achieve for Equal Educational Opportunity.
7. Team evaluation of team and community efforts.
8. Revision of policy and strategy.

DISCUSSION OF THE MODEL

1. Selection of participating cities and school systems by the Institute.

The purposes of our Institute centered around actually helping communities to come to grips with problems of Equal Educational Opportunity and school desegregation. We therefore decided to select cities which had sizable Black populations and cities in which we knew of inequities in educational opportunity and school segregation, at least one of these cities had a complaint filed against it for discriminatory educational practices before April, 1967. In addition, we felt it important to select cities in which the established educational authorities would be willing to affiliate with the Institute, in order to explore their problems and seek solutions. We met with officials of thirteen school districts, before agreeing to work with nine of them.

2. Contact school superintendent: Board of Education agrees to affiliation with Institute.

Members of the faculty made contact with superintendents in each of the school communities with whom we finally cooperated. The purpose of the initial contact was to introduce the man to the purposes of the Institute and invite his interest.

We were able to capitalize on the experiences of the faculty, especially those of the Illinois Commission on Human Relations and the Anti-Defamation League which had for several years been working with Superintendents. These agencies had been working with many school communities in Illinois : receiving citizens complaint, helping school staff to organize in-service education in human relations, assisting educational groups to revise curricula, and consulting with school and community groups on problems of Equal Educational Opportunity. While we felt that propriety required initial discussion with the chief school official in the community, we sought his agreement to work with a broad spectrum of community members. In each case, we asked the superintendent to present the proposal for affiliation with the Institute to his Board of Education for ratification.

3. Form community teams

Once the superintendent and Board agreed to affiliate with the Institute members of the faculty worked with them and with officials of local human relations agencies to select team members who would include:

School superintendent
Assistant superintendents, hopefully including the directors of guidance and curriculum
President of the Board of Education
President of the PTA Council
President of the Human Relations Commission
President of NAACP, Urban League or similar organizations

Member of the poverty communities
Member of local university

We anticipate that broad representation of community interests would enable us to gain widespread advice and support for equality of educational opportunity and school desegregation.

4. Teams identify problems of inequality of educational opportunity and possible remedies

Our purpose was to expand the fact-finding abilities available to the educational enterprise by involving, in direct dialogue and cooperative effort, persons of diverse social, economic and racial background. This included individuals of unheard, and typically unserved publics, whom school authorities rarely confront. Similary, we hoped that such a broad and diverse spectrum of skills and understandings would help to produce more imaginative educational remedies and broader bases of public support for Equal Educational Opportunity. Faculty assisted teams in identifying problems and seeking and implementing remedies as teams were formed, in workshop training sessions and in follow-up consultation in local communities. Board of Education, typically, "appointed" team members and thus gave them a special community status.

5. <u>Team develop policy statements on Equal Educational Opportunity and School Desegregation for presentation to Boards of Education</u>.

Community teams would served as consultants to Boards of Education and professional staff. By the end of the April, 1967, Institute workshop we had developed consensus that teams should advise Boards of Education on policy statements, which the Board would, in turn, adopt as guidelines. Statements should include candid statements of the problems of inequality and segregation in existence in the community their probable causes,
and the effects of these conditions on educational achievement. Statements should include recommendations for amelioration of problems of inequality and segregation.

Importantly, policy statements should establish the existance of broadly representative, working, fact finding and educational "Commissions of Equal Educational Opportunity and School Desegregation". These Commissions should expand the work and manpower of the Community Teams and carry out the work suggested in the policy statements.

Importantly too, the policey statement should set a time schedule for the work of the Commission, for the establishment of effective working arrangements for Equal Educational Opportunity and School Desegregation. The schedule should include dates for the completion of

studies, approval of reports and plans and implentation of phases or total plans, as they are developed.

6. Teams develop community strategy to achieve Equal Educational Opportunity

Despite the broader membership and representativeness of Community Teams, it is not possible for such groups to themselves gather all the facts, persuade all the publics, devise all the plans and implement all activities. Theirs is the task of developing a thorough strategy which insures that widespread community dialogue, consultation, and effective action is initiated. In this way, plans made to serve various community groups have a better chance of success.

7. Team evaluation of Team and community efforts

From the outset, the faculty was aware that efforts toward achievement of Equal Educational Opportunity and School Desegregation should be self-rectifying and self-renewing. At this point the teams, with whose members our faculty had direct contact, were urged to work with their local commission on Equal Educational Opportunity and School Desegregation to continually evaluate the efforts of school authorities, community representatives and others. It was anticipated that the base of the Team and the Commission would be made broader and deeper over a period of time. In particular, it was desired to

have members of the unheard poverty communities directly, and personally represented,rather than through representatives, or delegates. It was anticipated that such direct and personal representation would make program evaluation all the more relevant.

8. Revision of policy and strategy

With the continuing and effective evaluation of efforts in the school and community to achieve Equal Educational Opportunity and School Desegregation, it was planned that policies and strategies be revised. It was planned that there be a continuing re-cycling of the model so that problems might be more effectively identified and more effective remedies devised, with increasingly higher probabilities of broadly and specifically successful implementation.

CONDITIONS FOR IMPLEMENTATION OF THE MODEL

There were three conditions, or working contexts, through which the Institute implemented its Model. They are:

1. Institute faculty seminars for program development
2. Residential workshops for joint planning between the Institute faculty and Community Teams
3. Institute faculty consultations with participating communities to meet with the team members and additional citizens or groups

1. INSTITUTE FACULTY SEMINARS

The faculty seminars were conducted from March, 1967, through June 1968. Over this sixteen-month period, a total of 42 faculty meetings were held, or or one meeting approximately every two weeks. This working context of the Institute provided roughly ten hours of program planning time per month.

The faculty seminars served six purposes toward implementing the Institute's program. These purposes were:

1. To develop an understanding of the Institute's goals.
2. To understand the socio-political implications in community life, as equal educational opportunity and school desegregation become viable community issues.
3. To evaluate strategies developed by each participating community to facilitate maximum use of the Institute Model.
4. To determine the divisions of labor and community assignments for each faculty member, as program strategies are developed.
5. To share the interdiciplinary resources brought together by the diverse faculty.
6. To join in mutual problem-solving, as the members of the faculty share the emergent problems that their assigned communities are experiencing as

they intervene in community processes to achieve Equal Educational Opportunity and School Desegregation.

2. RESIDENTIAL WORKSHOP

The residential workshops serve the purpose of providing an uninhibited retreat setting for joint planning between the Institute faculty and the Community Teams. The tasks of the community teams in these workshops would depend on the status of the team's work vis a vis the Institute's Model for achieving Equal Educational Opportunity. The workshops were also the setting for employing many of the "techniques"to implement the model itself. These are described below.

Three residential workshop were held during the Institute. Their structure and content reflected the general status of the community teams vis a vis the Institute's Model. Specifically, the first workshop was conducted during June 15-23, 1967. The issues of the retreat were centered around Steps 4 and 5 of the Model. (problem identification and policy statement), although a few cities were moving toward Step 6 (strategy development). The second and third workshops (October 6-8, 1967 and March 29-31, 1968) dealt with Steps 6 (strategy development), or 7 and 8 (evaluation of effort and revision of plans), depending on each team's progress.

3. INSTITUTE FACULTY CONSULTATIONS

The Institute consultations with participating communities in which faculty met with the team members and additional citizens or groups, was the third condition of implementing the Model. Members of the faculty and consultants to the Institute were available to the local communities as their needs and strategies demanded. In the context of these consultations, the Institute employed many of the "techniques"described in the next section. In general the Faculty and its consultants were available as a field resource to local team planning sessions or to larger local meeting involving other groups or citizens, and at school board meetings. As well, a considerable amount of Institute assistance was provided to local communities through telephone consultation and correspondence. All consultations by the Institute between April 1967 and June 1968, were conducted to implement each step of the Model, as the community situation demanded.

A total of 242 field visits were conducted during the extent of the Institute, giving an average of approximately eleven trips by each of the 22 faculty members. However, a number of faculty members resided in close proximity to the communities which they served and did not count visits as "field trips"so that, as many as twice as many concultations likely took place in the field as were enumerated in travel reports. Telephone and letter consultations were reported at faculty field vists by considerable margin.

TECHNIQUES FOR IMPLEMENTING THE MODEL

There were five interrelated techniques that the Institute faculty used to implement its Model for Equal Educational Opportunity. They were:

1. Demonstration - at the outset this approach used "heroes" and case studies with which and with whom members of the Community Teams could identify, such as: Judge Spurgeon Avakian and Dr. Thomas Wagoman of Berkeley, David Jaquith and Dr. Franklyn Barry of Syracuse, and Dr. Gregory C. Coffin of Evanston. Later on in the Institute, the successes (and learnings) of the Community Teams themselves provided more vital examples, which in effect set the norms of the program, such as: the Decatur Task Force members, Dr. Charles Watts of Phoenix/South Holland, Dr. Marshall Berner of Champaign, and members of the Maywood Community Team.
2. Sanction - the continuous dissemination of both the latest educational research in equal educational opportunity (e.g. James Coleman's Equality of Educational Opportunity) and persuasive moral arguments (e.g. David Jaquith, President of the School Board, Syracuse, New York) was maintained.
3. Group Process - important channels are developed within each Community Team for open communication, trust, and shared planning of the team's efforts.

4. Interpersonal Skills - members of the faculty would capitalize on their unique strengths to influence a particular individual (a wealthy business leader) or a group (such as a school board) towards achieving equality of educational opportunity.
5. Community Pressure - members of the minority publics, who are on the team, are counselled to understand the risk and roles of dissent and co-optation in achieving equality of educational opportunity.

CITIES

After having analyzed nearly all cities and communities in Illinois, the faculty selected nine cities to work with the Institute. They all qualified by participating in an elementary and/or high school district which practiced de facto segregation. The cities ranged in population size from 4,200 to 135,000. The co-operating school districts varied in percentage of Negro students from 8% to 65%. Clearly, the highly different parameters of each city (and district) will require unique strategies to employ the Institute's Model for Equal Educational Opportunity.

A brief description of the cities follows:

Champaign

Danville

Decatur

East St. Louis

Maywood

Peoria

Phoenix

Rockford

South Holland

CHAMPAIGN

The city of Champaign is one-half of the small urban complex of Champaign-Urbana, located in the central portion of Illinois. Although the area is most well known as the home of the University of Illinois, there is moderate industry in the area.

The most recent survey lists the total population of Champaign at _____ , of which _____ or ___ % are black. The total public school enrollment in 1966 was 12,686 children, of which 1,595 or 12.6% black. Of the total teaching staff of 688, seventy, or 10% are black.

A school survey taken in 1965 showed that 74% of the city's 19 elementary schools were not in a racial balance, concommitant with the total school population. A history of the community of Champaign reveals, however, that efforts had been made over the past eight years to integrate the public schools.

In 1959, the Board of Education agreed to accomplish racial integration at all grade and age levels. It was not until March 1964 that the recommendations by the Board's study committee (the Community Relations Study Group: the CRSG) for integrating the high schools, was proposed. Two and one-half years later the Board finally approved the CRSG's recommendations, which have led to a presently racially-balanced secondary system.

Oddly, the CRSG's recommendations for integration of the elementary grades never received approval by the Board. On March 13, 1967, the Board appointed another committee, the Equal Educational Opportunity Committee, to study the problem of segregation in the elementary schools. In addition, the Champaign Education Association had also conducted a schools study and made public a major proposal for Equal Educational Opportunity, that was adopted by 75% of the teachers.

A new superintendent, Dr. Marshall Berner, was appointed in the late Spring of 1967.

DANVILLE

Danville is located in Illinois a few miles from Indiana, ab out 200 miles south of Chicago. It is largely an industrial center, with over 56 diverse companies that employ over 11,000 persons. Many generations ago Danville was a major junction in the "Underground Railroad", a fact that accounts for its somewhat large Negro population.

The total population of Danville is 42,000 of which 6,000 or 14% are Negro. The total public school enrollment is 10,561 students. They attend one senior high school, three junior high schools, and 19 elementary schools. Sixteen percent of the elementary and secondary students are Negro. Ten of the 23 schools have less than 5% Negro enrollment.

The local chapter of the NAACP over the past twenty years was the only civic agency to have somewhat consistent impact on Danville's discriminatory institutions. In the early 1960's,the NAACP led a successful two-day boycott of the Jackson School for the desegregation of that school's all black enrollment. It resulted in the school board converting the Jackson school into the main administration building and dispersing the Negro children to surrounding schools.

DECATUR

Decatur, a small urban area of 84,000 located in central Illinois, is known as the "Soy bean Capitol of the World." Millikin University, a generally conservative institution, is the only institution of higher learning in the city.

The school population is 12% Negro. The segregation issue in this community entails socio-economic, as well as racial balance. Of the 30 elementary schools, 4 were 50% Negro; of the 5 Junior High Schools, one had no Negro students; and, of the 4 High schools, one was all White. The major educational problems of Equal Educational Opportunity were a) achieving total racial balance through strategic placement of new building, b) the need for Negro counsellors and c) a Negro-sensitive curriculum.

EAST ST. LOUIS

East St. Louis is an old commercial stockyard center, located in the southwest corner of Illinois, along the Mississippi River, and facing its famous sister city in Missouri. In recent decades its reknowned livestock industry has suffered from both the financial drain of the scandalous political machines and technological advances in the industry. The withdrawal of major meat packing firms has left East St. Louis as a major urban setting, filled with a disporportionate share of poverty, crime, and racial tension.

The total population of East St. Louis is approximately 81,000. It is one of the few major cities in America with a black majority--over 55% of the city population. In the same manner, the school population of 23,700 is 65% Negro. The teaching staff numbers 834, of whom 445 or 53% are Negro. Only five schools out of the 28 elementary schools, 4 junior high schools, and 2 senior high schools reflect the racial balance of the city in population; the balance of the schools are virtually all white or all black in population.

Several conditions peculiar to East St. Louis make the achievement of racial and social class balance and meaningful integration extremely difficult politically and otherwise. The location of power and political decision-makers is highly centralized in the patronage system and union structures. The large poverty population, both white and black, is virtually

co-opted and has little political independence. With the unusual economic hardships of the area, East St. Louis has a very substantial poverty population. Educational planning needs to reach beyond the political borders of the city to locate a high-achieving white middle class with whom to provide the Equal Educational Opportunity that Coleman refers to. It is fair to say that at this time the real distribution of power in the city and hence the future of political and social decision making in East St. Louis eludes the faculty of the Institute.

ROCKFORD

Rockford is a major industrial center in Northern Illinois. Originally a Swedish Settlement, at present five percent of its 135,000 people are Negro. In addition, a majority of Rockford's nearby Negro population reside in unincorporated Lincoln Park.

Rockford is generally known as a very conservative community. For years, it openly resisted federal funds for any social programs. Its school system demostrates de facto segregation with 5 of the 42 elementary schools predominantly Negro. There has been little open and public discussion on this state of affairs.

SOUTH HOLLAND

South Holland is an all-white Chicago suburban community of 14,587 that shares District 151 with Phoenix. Originally a community settled by the Dutch, its citizens have strongly conservative views about racial mixing in schools.

MAYWOOD

Maywood, ten miles west of Chicago, is a typical suburb with a growing Negro population. Of its 28,847 population, over 9,200 or 32% are non-white. The Superintendent created an ad hoc citizens committee to research desegregation needs in the elementary district.

PEORIA

One of Illinois largest industrial cities outside of Chicago, Peoria is located in the central part of the state. Its black population resides in two ghettos, amidst the 123,000 residents. The school population is 12% Negro.

Several civic groups had presented desegregation plans to the School Board. These groups were the Urban League, the NAACP, and the Peoria Commission on Human Relations. The Board appointed study groups, the Citizens School Desegregation Committee received these plans, but no action had been forthcoming.

PHOENIX

Phoenix is an all black community of 4,203 which is adjacent to South Holland. It is a town of little political or economic stature. However, for the past three years, citizens of Phoenix have been bringing legal suits and Title VI complaints against the local elementary district, with little success.

EVALUATION OF INSTITUTE ACHIEVEMENTS

The achievements of the Institute are most readily judged by the standards of school desegregation and equal educational opportunity: (a) did our work materially contribute to school desegregation; and (b) did our work materially contribute to the establishment of equal educational opportunity?

Summary of Achievement of School Desegregation. Happily, we are able to report that our efforts, in diverse ways, contributed materially to school desegregation which has taken place in the following communities:

1. Champaign elementary schools desegregation in September 1968, through the establishment of a magnet school and redistricting of other elementary schools. Earlier, experimental projects in compensatory education and in programs for the gifted had been desegregated.
   The secondary schools of Champaign had been bi-racial.
2. Decatur Secondary schools desegregated in September, 1968, through the Lakeview (magnet) High School and high school redistricting. Initially, few black students applied to Lakeview. Hopefully, this will be remedied over time and with curriculum reform and faculty change as suggested in this report's section on "Recommendations."
   Elementary schools desegregation plans were to be announced in January, 1969, for implementation beginning in September 1969.

3. Maywood elementary school district No. 89. Schools serving Maywood and Forest Park have had some bi-racial schools. The Board of Education has purchased property to build an integrated middle school to serve all four suburbs which comprise the district. While the building fund referendum for the middle school building was defeated in November 1968, the school district is operating pilot, integrated educational programs of an innovative nature in older buildings which are already on the newly purchased property. The Board of Education still intends to build the integrated middle school.

4. Peoria schools. Under the leadership of Superintendent Norcross, who came to Peoria in April, 1968, and with broad support from many elements in the community, including those with which the Institute worked, a comprehensive school reorganization and desegregation plan has been adopted. The first elements of the plan went into effect in September, 1968, primarily in the elementary grades. They involved busing and school boundary lines revision. As the plan is implemented, through 1971, ~~including~~ considerable new school construction is a high requirement, but ~~that~~ desegregation will take place regardless of whether the public authorizes new construction. He is concerned with multi-racial staffing, polycultural curriculum and in-service education of faculty.

5. Phoenix-South Holland Elementary District. It is well known that Judge Julius Hoffman, in the Federal District Court, in July, 1968, invoked the equal protection clause of the fourteenth amendment when he ordered the Board of Education to desegregate faculty and students. The solutions to the educational problems of this divided community have not been achieved, nor are they likely to be achieved, for some time. However, this community is the first in the North to be brought to court by the U.S. Attorney General, to require a Board of Education to desegregate. Members of the Institute faculty have since 1959 been working closely with those members of the community who were instrumental in having the suit pursued. These persons have told us of the value and impetus they received from work with the Institute during the planning months and during the period of the grant they received from work with the Institute, which led to the filing of the suit.

This is a case were desegregation may have been achieved, though the Board of Education decided to disassociate itself from the Institute in March, 1968, and discharged its Superintendent, Dr. Charles Watts at the same time.

6. Thornton Township High School District. This is another case of a district that decided to disassociate itself from the Institute, in January, 1968, and yet proceeded to at least token desegregation of its Thornridge High School in September 1967 before any school district affiliated with the Institute. About 100 black students

were desegregated into Thornridge in September 1967 and an additional number a year later. Various planning committees in human relations and curriculum revision continue to meet.

Thornridge High School, a relatively new building, was established in the midst of a white community and served only white students. The establishment of this school, however, was a departure from the seventy-year tradition of Thornton Township High School, which had been bi-racial from its inception. Several years ago, the Board of Education, in announcing plans for a projected third high school, stated that when it was built, all three schools would be desegregated. The bond issue for that school was defeated. It is important to state that the effect of the Institute faculty in achieving desegregation in 1967 and 1968, were largely the result of their work with community groups, and members of the Board of Education. The direct efforts of the Institute faculty with the Thornton Township School Administration were of only secondary importance.

Our failures in achieving success, to date, in some school districts, should not be taken as total failure of our efforts. However, to date, we are not aware of substantial desegregation progress in Danville and Rockford. The East St. Louis schools however, have moved to desegregate their faculty. The open enrollment plans offered in the East St. Louis elementary and secondary schools in 1967 have

not been successful, among other reasons, because of the lack of funds for busing of interested students.
The Danville schools had not passed an education tax referendum between 1947 and 1968. Their finances were so strained that they planned to reduce staff size in 1968-69 and put the schools on split shift. Hoeever, long before the failure of the 1968 referendum, there had been little action in the community, through its Board of Education and school administration, to involve a broad spectrum of the community in the solution of educational problems, importantly including problems of racial isolation and unequal educational opportunity.

The essential conservatism and stand-pat-ism which had immobilized community and Institute efforts toward desegregation in Rockford have had some jolts during the past six months. The Community Team which was organized in connection with the Institute remained dominated by cautious members. This controlling group seemed to take its formal and informal cues from the school board and administration, which gave cues of "go slow, we'll do it in time". Since the Spring of 1968, however, an informal organization of poverty groups, both black and white, seem to have succeeded in bringing pressure on the Board of Education and school administration to move in a consistent way to integrate schools. This show of strength on the part of the black and poverty community is a phenomenon which took different forms in each

community in which we worked. Without such strength, of the community groups "doing for themselves", the chances of success in this field seem remote.

As of June, 1968, the recommendations of Superintendent Shaheen which would lead to desegregation have consisted in the establishment of magnet elementary experimental schools in the eastern and western portions of the district, and consequent desegregation of some schools related to the magnet centers.

There is also evidence in the experience of several schools in Rockford during the past few years, that assignment of low achieving children of the poverty community to high achieving schools was effective. When, due to school crowding, children from low-achieving junior high schools were assigned to a high achieving high school, they showed marked academic improvement. On the other hand, children from the same junior high who were assigned to a low achieving high school, showed deteriorating performance.

Achievement of equal educational opportunity.

It is a more difficult and sensitive task to assess the achievement of equal educational opportunity than it is to assess the presence of school desegregation. School desegregation has strong physical components -- of boundary line changes, body mixing, transportation and new school buildings. However, if such desegregation activities are to be meaningful and effective, changes

and improvement in educational programming, student and community involvement, allocation of resources and educational opportunity must be provided. As was suggested earlier in this report, the Institute faculty has been testing some of the hypotheses that Dean Theodore Sizer of the Harvard Graduate School of Education has advanced: That high quality of educational opportunity requires not equality of opportunity, but preferential opportunity. Preferential opportunity, may take many forms. Some of these are suggested in the section of this report on "Recommendations." At this juncture, we will put off an evaluation of the Institute's achievements in equal educational opportunity until the next portion of the statement on evaluation. In that portion of the study we will evaluate implemental plans and programs for effective follow-through on achievement of equal educational opportunity and desegregation." Members of the Institute faculty are now working on analysis of field notes and records from the Institute. To get a better grasp of this question, they hope, from time to time, to engage in follow-up studies of conditions in affiliated cities. This will be of particular interest, for example, in Decatur. In that city, with the cooperation of Dr. David K. Cohen, then of the U.S. Commission on Civil Rights, a questionnaire study of teacher attitudes and practices

was undertaken before the first in-service education efforts in the district in the Fall of 1967. It will be interesting to re-study these themes after the passage of time.

Check Points to Evaluate Achievement of School Desegregation and Equal Educational Opportunity

During the planning for the Institute's first workshop in June, 1967, in the workshop itself, and in Summer months that followed, the Model for Achieving Equal Educational Opportunity was evolved which was discussed earlier in the report. From the Model, the faculty developed a checklist of nine questions, the answers to which would provide us with a quick profile for evaluation of achievement. The questions are:

1. On what date did the district affiliate with the Institute? (Affiliation date.)
2. On what date was formal action taken by the Board of Education on affiliation? (Board action.)
3. On what date did the Board adopt a policy statement on school desegregation and equal educational opportunity? (Policy statement.)
4. On what date was a Community Commission on Desegregation organized? (Commission on Desegregation.)
5. On what date were plans approved to desegregate the high schools? (Plan high school desegregation.)
6. On what date were plans approved to desegregate the

elementary schools? (Plan elementary school desegregation.)

7. On what date was high school desegregation implemented? (Implement high school desegregation.)
8. On what date was elementary school desegregation implemented? (Implement elementary school desegregation.)
9. Describe the implementation of plans and programs for effective follow-through on achievement of equal educational opportunity and desegregation (Follow through.)

The section on "Summary of achievement of school desegregation" which began on page 40 includes some of the data assembled in answer to these questions. Figure 5 and the related discussion which follow, in turn, summarize and elaborate on these findings. Each item in the checklist is a column in the figure.

Discussion of Figure 5 :Checklist to evaluate achievement of school desegregation and equal educational opportunity. The checklist largely presents data to better understand the summary of achievements discussed earlier.

Column 1. Affiliation date. We do not have precise records on affiliation dates. A typical method for establishing affiliation was for a member of the Institute faculty to phone, write and meet with superintendents of schools, and occasionally with members of his staff and community members. The projected program of the Institute

was explored in the light of the superintendent's past evidences of interest in school desegregation to members of the faculty. On some occasions, the decision-making process was carried on over a period of days or even a few weeks. Members of the faculty also met with superintendents of five or six school districts which did not ultimately affiliate with the Institute.

Column 2. Board Action. In at least one district, Champaign, the records show that the retiring Superintendent of Schools, Dr. Mellon, took action on behalf of his Board and district. He did inform, his Board and his successor, Dr. Berner. They, as evidenced by their participation, agreed to this action. However, there were already at least two official committees of the school district and committees of the Champaign Education Association and of the black community which were heavily involved in studying school desegregation and equal educational opportunity. As a result, Superintendent Berner, commented several times, that he was uncertain where the functions of the committees began and where they ended. It would appear that Dr. Mellon was anxious to have maximum support for the district's efforts in school desegregation when he made arrangements for affiliation with the Institute.

Our files do not carry references to the minutes of the Boards of Education of affiliated districts, indicating the dates they took action, if they took action to affiliate. In at least one case, Peoria, where members of the Peoria community had some differences of opinion with retiring Superintendent Bills on the most desirable approaches to desegregation, we had evidence that the Board had formally considered affiliation with the Institute. Thus they did not consider abrogating the decision, though feelings, on occasion, ran high.

Column 3. Policy statement. Champaign, Danville, Decatur, East St. Louis, Maywood Elementary District and Peoria did adopt policy statements on school desegregation and equal educational opportunity between June 1967 and February, 1968. In addition, Thornton Township High School District had a statement in its Board Minutes promising boundary line changes which would insure desegregation, at such time as the third of three high schools was built. This statement dates from about 1966. However, the building bond referendum for that high school was defeated and no attempt was made to implement desegregation at Thornridge High School until June, 1967. Rockford and Phoenix-South Holland districts did not adopt policy statements.

Column 4. Commission on Desegregation. Commissions on Desegregation were established by all of the districts, except East St. Louis and Rockford, between December, 1966 and December, 1967. They were variously named, and tended to have somewhat different functions:

--Champaign, Equal Educational Opportunity Committee, March 14, 1967.

--Danville, Human Relations Committee, November 1, 1967.

--Decatur, Community Commission on Integration, July 27, 1967.

--East St. Louis, No committee. Otis Morgan appointed Coordinator of Integration, September, 1967.

--Maywood, Ad Hoc Committee on Building Needs and Integration, December 1966.

--Peoria, Community Commission on Quality Education, June, 1967.

--Rockford, No commission, as such, established, Committee to Study Pupil Placement, appointed May 22, 1967.

--Phoenix-South Holland, Community Advisory Council for General Development of the District had integration planning as a major function, appointed September 14, 1967.

--Thornton Township High School, District 205 Advisory Council, December, 1967.

These groups functioned with varying degrees of efficiency. Rather typically, they were diligent in conducting

regular meetings. Some held hearings in various parts of their communities. Some conducted studies. Almost universally, the individuals who took part in the work of these groups found them to be personally, communally, educationally and professionally rewarding. They felt that new horizons had been opened up to them as a result of their participation. In some communities, such as Champaign and Decatur, committee members consciously tried to model community education programs on desegregation and equal educational opportunity around the process in which they had participated as commission members.

Column 5. Plan high school desegregation. Two of the districts, Maywood and Phoenix South Holland do not have high schools. Decatur approved its plans for desegregation of junior and senior high schools on March 27, 1967. On June 28, 1967, the Thornton Township Board of Education approved a token desegregation of Thornridge High School, and the boundary line changes were approved on July 12, 1968. East St. Louis, in the summer of 1967, approved permissive transfer plans but with the understanding that students would have to provide their own transportation, to and from school, due to lack of funds. Champaign, Danville and Rockford had some bi-racial schools but did not make specific Board-approved statements on

desegregation during the calendar period of the Institute.

Column 6. Plan elementary school desegregation. Plans for elementary school desegregation are as follows:

Champaign. Plans were approved in March and April of 1968. They revolved around the establishment of the Washington school as a magnet school and redrawing of other boundary lines.

Danville. Plans due in April, 1968, but not enunciated.

Decatur. Plans originally due in September, 1968, for implementation in September, 1969. The announcement of plans was delayed until January, 1969. Observers indicate that this caused some apprehensiveness in the black community.

East St. Louis. In Summer, 1967, a permissive transfer plan was enunciated for implementation that Fall. However, no transportation funds were available and the plan failed for no participants.

Maywood. No specific plan was adopted. It was understood that the projected middle schools would be desegregated.

Peoria. Plan adopted, July 15, 1968.

Rockford. No comprehensive plan was announced. In Spring of 1968, plans were projected for a vast laboratory, magnet school.

Phoenix-South Holland. Superintendent Charles Watts projected a desegregation plan to the Board of Education on

July 27, 1967. However, it was not accepted.

Thornton Township High School. No elementary schools.

Column 7. Implement high school desegregation. Thornridge was the first high school in an affiliated district to be desegregated during the calendar period of the Institute. This took place in September, 1967. Decatur desegregated its high schools in September, 1968. The opportunity for voluntary desegregation of high schools in East St. Louis in September of 1967 failed for lack of transportation funds, though some black students were interested in transferring from all-black, East St. Louis High School to all-white Lincoln High School. Peoria plans to implement school desegregation beginning with the lower grades. The bulk of high school desegregation is planned in conjunction with extensive building of new facilities, in 1970-71. However, some desegregation took place at the high school level in Peoria as early as 1968. Danville has had one bi-racial senior high school. Rockford has had some bi-racialism within predominantly segregated high schools. Construction of new high school facilities which was enabled by the passage of a building bond referendum in 1967 may, in itself, enable further desegregation.

Column 8. Implement elementary school desegregation. The following plans for elementary school desegregation have been made, and/or implemented.

Champaign elementary schools were desegregated in September, 1968. Washington School has been transformed into a laboratory magnet school in conjunction with the University of Illinois. Other school boundaries have been redrawn.

Danville. No plans were made by June, 1968.

Decatur. Desegregation planned to take place, September, 1969.

East St. Louis. Permissive transfer plans of September, 1967, did not succeed. No transportation funds available.

Maywood. Some bi-racial schools in Maywood and Melrose Park. Forest Park and Broadview schools are all-white. Referendum for a desegregated middle school failed in November, 1968. A pilot desegregated and innovative school is being conducted in some old buildings on the property which is planned for an eventual middle school.

Peoria. Desegregation is taking place on a progressively expanded scale from September, 1968 through 1971.

Rockford. Two laboratory magnet schools, one east and one west. These are desegregated. The elementary schools whose areas they serve also become somewhat desegregated as a result.

Phoenix-South Holland. Desegregation was ordered by the Federal Court in Winter and Spring of 1969.

Column 9. Follow through. This is a discussion of an evaluation of the implementation of plans and programs for effective follow through on achievement of equal educational opportunity and school desegregation. Some

faculty of the Institute plan to continue to collect data in this area, as part of their interest in following up activities in affiliated districts and in reporting the results in professional publications.

The following data represents some evidence of the very beginnings of the kind of follow/through activities which may, some day, enable the achievement of equal educational opportunity.

Champaign. Washington Elementary School has been converted into desegregated, magnet, laboratory school, in conjunction with the College of Education of the University of Illinois at Urbana. The University, on short notice, was able to invest about $40,000 of its own resources during the current year. The school is operated with the assistance of a joint, School D. rict - University Policy Board. The plan is to rotate cadres of teachers from the Lab School, throughout the district, every two or three years. The curriculum departments of the University are attempting to adapt some of their modern materials for use in this, urban-like school population. The school is the center for in-service education in the district and is the district center for community tutoring activities.

Danville. We have had little evidence of the kind of activity which would make us feel that Danville is progressing in this area. We understand that the Human

Relations Committee and its three sub-committees of (1) School, (2) Curriculum and (3) Home and Community are still in existence. The Danville schools have been hard-pressed financially because of the failure of another education rate referendum. It was planned that schools meet on half day shifts and that staff be reduced in 1968-69.

Decatur. Concidentally, the community lost the services of its top leadership within the past year. Superintendent Rolland Jones took a new job in Canada. Assistant Superintendent of Elementary Schools Meyer retired last Spring. She has been the administrative driver of the Institute-related activities in Decatur. Assistant Superintendent for Secondary Education, Norman Gore, died in March, 1969 after intermittent illness. Yet, the community carries on with its plans. Further, an educational tax rate referendum was lost in 1967. In a way, Decatur, was our organizational model for achievement of school desegregation and equal educational opportunity. Its Commission on Desegregation has five broadly representative Task Forces on (1) In-Service Education, (2) Community Education, (3) Curriculum Revision, (4) Finances and (5) Grand Stragety for Desegregation. The Committee, in recent months has faced difficult opposition from white, extremist neighborhood groups. However, the Board of Education, Commission, Task Forces and new Superintendent Baldwin are carrying

on their planning and educational functions. Vocal, black community groups appear to be finding their platform for expression. The power structure of this community has tried hard to involve the poverty community in its deliberations. It must be increasingly successful in their involvement to do its job well.

East St. Louis. The city is beset by severe economic and social problems. We have not yet been able to develop sufficient insight on the potential, in the short and medium run, for black leadership to manifest itself in this black-majority city. We understand that some work is being done to develop appropriate social studies materials in the high school grades. The Teachers' Union has allowed voluntary transfer of teachers, following a Title VI complaint.

Maywood. This elementary district is faced with the necessity of regrouping its forces. It had pinned most of its short-term plans for desegregation of the middle grades on the passage of a building bond referendum, which failed. Some innovative curriculum development work is being done in social studies and other areas, at the level of in-service education of staff. Faculty has also had training in human relations. Importantly, this is a principal feeder elementary school district to Proviso East High School. Thus far, the black community has not chosen to demonstrate in the elementary schools, as they have in the high school. Will the patrons of the elemen-

tary district be able to retain their initiative and good will with the black community?

Peoria. It appears that Superintendent Norcross has been able to develop a working relationship with leadership of important elements in Peoria. Hopefully, he will be able to maintain his sense of direction and momentum in the whole area of school reform, including desegregation and equal educational opportunity. It may be, that Peoria will fulfill, for the Institute faculty, and for many of its inhabitants, the high aspirations that we had for it at the beginning of our program. Unfortunately, we felt The Community Team and the district lost momentum in the hiatus between the announced retirement of Superintendent Bills and the arrival of Superintendent Norcross. Peoria possesses some amazingly fine and well organized minority group leaders. This should help it to go far.

Rockford. It may come to pass, that Superintendent Shaheen's stated purpose will be fulfilled. He may achieve school desegregation and equal educational opportunity, on his own schedule, and with carefully planned and timely tactics. Thus far, he has not articulated a comprehensive plan for school desegregation. Some feel that this is a wise move. They say he may avoid awakening the conservative elements in the city. Rockford has a long way to come in school reform. Shaheen has taken hold of several areas, including provision of central office services to

local schools. This may bode well. It is a conservative community, politically. We will have to wait on in-indigenous groups to move where we have not been able to move successfully for change. As an example of this, it appears that an informal consortium of poverty groups have succeeded in making more headway in influencing the Board of Education in the direction of equal educational opportunity than our Community Team was able to do.

Phoenix-South Holland. The federal suit and judicial decision which calls for school desegregation is as much a tribute to the gallant black ladies who carried on the fight for twenty years, as it is a tribute to the able U.S. Attorneys who prosecuted the case. In question now, is whether it will be possible to make progress from this beachhead in a community where ethnic and religious views in the white community are so antagonistic to all blacks. It may be, that as the Thornton High School program and the programs of its other feeder districts improve, the educational offerings in Phoenix will also improve.

Thornton Township High School. It is easy to note that the township consists of diverse and divisive racial and ethnic groups. The challenge is to recognize that the high school district still offers a relatively good academic program, and that ethnic and racial groups have lived side by side for three generations. As time have changed, so must

the control structure of the township high school. All minority ethnic and racial groups must have their say. It will be interesting to see how flexibly the "ins" and the "outs" manoeuvre, to their mutual advantage.

FINDINGS --

EXPERIENCES, IDEAS AND HYPOTHESES IN EQUAL EDUCATIONAL OPPORTUNITY

The Institute was primarily an action-oriented program. We did engage in a running and continuous evaluation of our activities. We also subjected our work in each school district to evaluation on each of several questions. Thus, we were able to determine progress from a baseline level of problems in Equal Educational Opportunity and School Desegregation in each community in March, 1967, to progress and prospects in June, 1968. We did not, however, engage in research, as such, under the terms of our grant. Nevertheless, the field notes kept by members of the faculty, minutes of faculty seminars, summary reports developed in each community in June, 1968, and occasional reports, correspondence and file materials enabled us to assemble and catalogue experiences, ideas and hypotheses which we developed during the Institute program.

Our experiences, ideas and hypotheses to date, consist of seven categories of information as noted below. We are continuing to review our notes and are planning to refine and write up these materials for publication.

1. Behaviors - A series of behaviors which are exhibited by individuals or institutions in a community as an attempt is made to identify problems of inequality of educational opportunity and methods for remediation are assessed and attempted.

One set of such behaviors refers to the action of a Board of Education in implementing desegregation plans. It might include this sub-set of behaviors:

School board implements desegregation plan:

A. School boundaries are changed.

B. Teachers are reassigned in order to desegregate.

C. Students are reassigned in order to desegregate.

D. Curriculum revisions are planned by staff.

E. Curriculum revisions include community thought.

F. Curriculum revisions include student thought, etc., etc.

We do not claim that the behaviors we have identified are an exhaustive list. However, such a description of behaviors should be helpful to other practioners in the field as they attempt to understand the process a community goes through as it deals with problems of inequality of opportunity.

2. Equality - Problems that emerge as one attempts to equalize an educational system whose quality leaves much to be desired.

3. Creative dissent - As various publics concerned with education begin to interact with one another in order to achieve educational change, dissent emerges. Educational change appears to depend upon the extent to which such

dissent can be generative or creative and militant. Such dissent results in structural change in education. This is contrasted to adaptive change, which is negative or passive.

4. Melting pot vs. Cultural pluralism - We were able to identify a number of tensions between viewpoints in a community which held that all cultural groups ought to be moulded into an undifferentiated mass. In contrast, particularly minority groups in the community felt they could enrich their own lives and contribute to the enrichment of total community life through the maintenance of cultural identity or individuality. These viewpoints appear to have an important influence in approaches to achieving equality of educational opportunity.

5. Individualism vs. Preferentialism - The concept of equality of educational opportunity emphasizes equal treatment to the individual and to various groups, in order to achieve educational equality. This view is characterized by the shorthand term "individualism". It is in contrast to the position that [redacted] deprived or minority groups [redacted] require positive, preferential treatment if they are to achieve educationally. (See Sizer article in Saturday Review and Long's article in Trans-Action.)This view also requires a reexamination of earlier conceptions of compensatory education.

6. Viewpoints of Unheard Publics - We found that the viewpoints and actions of at least three unheard publics were increasing-

ly important in educational matters: the viewpoint of the black community, the poor and the viewpoints of students.

7. Changing white viewpoints - Finally we identified several white publics whose views have had important effects on education: The elite and employer groups, white liberals, and conservative whites.

RECOMMENDATIONS

The faculty of the Institute, as individuals and as a group, will probably not be ready for some time to present a definitive set of recommendations in this area of our concern. Following this paragraph is an article by three members of the Institute faculty in which they distill their recommendations for school desegregation and equal educational opportunity. The article speaks to the conditions, the "pre"-conditions, if you will, that are required if school desegregation is to be meaningful and effective. In the months and years to come, members of the Institute faculty hope to further elaborate their views in these areas.

CHAMPAIGN COMMUNITY SCHOOLS

Champaign, Illinois

March 10, 1967

E. H. Mellon, Superintendent of Schools

EQUAL EDUCATIONAL OPPORTUNITIES COMMITTEE

For your guidance, the Champaign Community Unit 4 Board of Education

Reaffirms:

That it does not condone school practices which would artificially establish or maintain segregation or discrimination, whether ethnic, religious, or racial.

Recognises:

That education is one of the most effective means of correcting social inequities.

That it is the responsibility of the Board of Education to provide equal opportunities for the academic and vocational training of all children of the community, and to provide the environment and guidance which will encourage each child to aspire to the full use of those opportunities.

That Champaign Community Unit District, in common with many other northern school districts, has a concentration of a minority group in one area of the community.

That there are heavy concentrations of minority groups in some of our schools.

That, while neither caused nor wholly rectifible by the school district, this situation creates a variety of educational problems.

Requests the committe to:

1. Make recommendations concerning methods which can be adopted to deal with these educational problems.
2. Make recommendations for reasonable actions, within the purview of the Board, concerning the alleviation of the minority group concentrations within our schools.
3. Examine all of our programs and practices that relate to equal educational opportunities, and recommend improvements, changes or modifications.

POLICY ON RACIAL INTEGRATION IN

UNIT IV SCHOOL SYSTEM

The Board of Education has declared it to be the educational policy of Unit IV School System that racial integration shall be accomplished for fundamental educational reasons at all age and grade levels. The policy of integration is described in a C.E.C.[Citizen' Education Council] report adopted by the Board of Education on April 13, 1959..." (From the Community Relations Study Group report,March 9, 1964).

"Commitment to this general policy has been stated in the following ways: (1) In the Unit IV Policy Handbook, Section 102; (2) In public notices by letter from the Superintendent...., and (3) In a public speech by the President of the School Board on September 3, 1963, in which the following statement was made:

' One of the most absorbing challenges we face... is in the Field of Human Rights. So that all of us may understand it...let me restate our policy clearly. It is our responsibility and privilege to provide an educational opportunity for each child in our district of equal high standard regardless of race, color or creed. We stand ready to continue at a rapid rate toward a completely integrated school system, in spite of artificial barriers erected by segregated housing....'"
(From the Community Relations Study Grou , May 15, 1965)

RACIAL BALANCE IN THE UNIT IV HIGH SCHOOLS

In March, 1964, the Community Relations Study Group made the following recommendations to the School Board as the means of achieveing racial balance in the two high schools: (1)...That the Board instruct the administrative staff to prepare an east-west boundary dividing the 'north-end district,' and thereafter require students living north of the boundary to attend the new high school, and students living south of the boundary to attend the old school; (2) ...That the distribution of all other high school students be achieved by an appropriate north-south boundary between the present and the new high school; and (3) ...That transportation be provided by the Unit 4 District to assure meeting the general educational and specific curricular needs of high school students, and that this policy be implemented and expanded in the future as required." (From the Community Relations Study Group report, March 9, 1964). The Board of Education accepted these recommendations, and on December 12, 1966, created new boundaries for Centennial and Central High Schools and established racial balance in them.

RACIAL BALANCE IN

JEFFERSON JUNIOR HIGH SCHOOL

In March 1959, The Citizens' Education Council Committee stated in a report to the School Board that: "As of March, 1959, we recommend that while the present residential pattern continues no attemp be made to integrate pupils in regular classes at the new junior high." [Jefferson Junior High School], and that "Unit IV take opportunities to bring Negro pupils into the school in non-regular programs and activities."

RACIAL BALANCE IN

THE ELEMENTARY SCHOOLS

On May 15, 1965, the Community Relations Study Group submitted a report which stated that one of its purposes was " to show that a neighborhood school, namely, Washington School, does inherently perpetuate segregation of non-white children in an undersired pattern. If consideration is not given immediately to eliminate the present pattern now existing in Washington School, the Unit IV Board of Education will be confronted with a second school, namely, Marquette, thereby haveing two elementary schools functioning as segregated attendance centers which is in direct contract to stated educational policy. The basic problem is that simply by their geographical location and relation to each other these schools inherently perpetuate patterns of pupil segregation."

September 22, 1967

DANVILLE

Human Relations Resolution

WHEREAS, the importance of superior educational experiences is recognized; and WHEREAS, socio-economic and racial segregation tend to hinder the possibility for such superior educational experiences; and

WHEREAS, compensatory educational programs have proved to provide only limited solutions to educational problems; and

WHEREAS, it is fully recognized by the superintendent and the board of education of #118 that solutions to educational problems must necessarily involve total community attitudes and acceptance;

THEREFORE, be it resolved that the superintendent and the board of education do hereby adopt the following statement of policy:

We reaffirm our belief in the historic principle that all children are entitled to a free public education. We further believe that the full pursuit of that right requires an educational setting which will provide as complete an exposure as possible to all positive facets of the community's intellectual and cultural resources; that this implies the necessity of providing an atmosphere in our schools which can in part be created by the inclusion of students of diverse backgrounds with respect to socio-economic, religious, and racial circumstance.

In order to change these patterns and to gradually bring about racial balance, the C.R.S.G. made three recommendations: "(1) A new 24 classroom elementary school be planned for the present Gregory School site, constructed in stages to allow for the razing of the present school, with completion schedule of the last phase by September 1971, (2) Immediate acquisition of the property adjacent to the present Gregory School site, for implementation of expansion as stated in (1) above, and (3) gradual conversion of Washington School from use as an attendance center to other normal school uses...." No positive action was taken on these recommendations.

TODAY, INSTEAD OF HAVING TWO SCHOOLS THAT ARE RACIALLY IMBALANCED, AS C.R.S.G. PREDICTED, THERE ARE-THREE: GREGORY, 58 white, 114 non-white; MARQUETTE, 41 white, 161 non-white; AND WASHINGTON, all non-white.

On March 13, 1967, the school Board appointed a committee to study the problem of segregation in the elementary schools and to make recommendations.

In these beliefs, we embrace the philosophy that integration of the public schools along racial and socio-economic lines is educationally sound and morally right; that the benefits of such actions for all students should impel the community to move with deliberation and dispatch toward the implementation of this goal. Toward these ends we will immediately initiate a process which will result in a plan of positive action for the socio-economic and racial integration of the Danville Public Schools.

This process shall be as follows:

1. By October 1, the adoption of this policy statement.
2. Tentatively set for October 11, an orientation session for administrative and supervisory personnel utilizing the staff of the Institute for Administrative Leadership for School Desegregation and Equal Education Opportunity prior to the teachers' workshop.
3. On October 20, a district wide teachers' institute will be devoted entirely to a study of staff relationships with the disadvantaged student.
4. November 1 - the appointment of a committee representative of the community which will recommend to the board of education a workable plan with possible alternatives. This community committee shall have at its disposal the assistance of the superintendent and his staff, human and material resources from the Institute and members of the local team attending the Institute. This committee shall

report to the board of education through the superintendent no later than the April, 1968 board meeting so that the board of education can study and evaluate its proposals in order to implement an acceptable program by September, 1968.

NOW, THEREFORE, upon motion by _____ seconded by _____this resolution _____ this _____day of _____ 1967 by a roll call vote of _____yeas and ____nays, to wit:

Members voting Yea:

_____

_____

_____

_____

_____

_____

_____

Members voting Nay:

_____

_____

_____

_____

_____

_____

_____

_____President
Board of Education

Attest:

_____Secretary
Board of Education

RESOLUTION

It is the recommendation of the superintendent and his administrative staff that the Board of Education adopt the following statement of policy and recomended action:

We raffirm our belief in the historie principle that all children are entitled to a free public education. We further believe that the full pursuit of that right requires an educational setting which will provide as complete an exposure as possible to all positive facets of the community's intellectual and cultural resources, that this implies the necessity of providing an atmosphere in our schools which can in part be created by inclusion of students of diverse backgrounds with respect to socio-ecomomic, religious and racial circumstance.

In these beliefs we embrace the philosophy that integration of the public schools along racial and socio-economic lines in educationally sound and morally right; that the benefits of such action for all students should impel the ecommunity to move with deliberation and dispatch toward the implementation of the goal.

Toward these ends we will immediately initiate a process which will result in a plan of positive action for the socio-economic and racial integration of the Decatur Public Schools.

We will appoint a community committee to recommend to the Board of Education such a workable plan with possible alternatives. As guidelines for such a committee we suggest that this recommendation be timely enough to effect a target date of September 1968 for implementation of junior high and high school plans and a target date of September 1968 for the over-all elementary plan.

The committee shall utilize the local Decatur team of the Illinois Institute of Admintatration Leadership conference and the district staff as resources and shall report to the Board of Education through its chief executive officer, the Superintendent of Schools.

This Statement of Policy was adopted in June.

July 13, 1967

EAST ST. LOUIS

RESOLUTION

It is resolved by the Board of Education of East St. Louis School District Number 189 that this Board is opposed to the condition of de facto segregation that has come into being because of housing patterns that have developed within the district over the years; and

Whereas we reaffirm our belief in the historic principle that all children are entitled to a free public education and that the full pursuit of that right requires an educational setting which will provide as complete an exposure as possible to all positive facets of the community's intellectual and cultural resources; and

Whereas in these beliefs we embrace the philosophy that integration of the public schools along racial and socio-economic lines is educationally sound and morally right and that the benefits of such action for all students should impel this district and the total community to move with deliberation and dispatch toward the implementation of this goal;

It is resolved that this district will immediately initiate a process which will result in a plan of positive action for the socio-economic and racial integration of the public schools of this district that the administrative staff is authorized

and directed now to take such steps to further integrate the faculty of this district by September, 1967, and to develop a workable plan by the end of the 1967-68 school year to eliminate de facto segregation in this school district.

It is further resolved that toward this end, the administration will utilize all financial and advisory resources available through federal, state, and community agencies.

POLICY STATEMENT OF THE BOARD OF EDUCATION

DISTRICT #89, MAYWOOD, ILLINOIS

The Board of Education is cognizant of the traditions of this nation which speak out for the principle of equal opportunities for all men. Our founding fathers, 188 years ago, wrote, "We hold these truths to be self evident; that all men are created equal; that they are endowed by their creator with certain inalienable rights; that among these are life, liberty, and the pursuit of happiness."

The board is also cognizant that the Illinois Constitution guarantees every child a good common school education. This was written 90 years ago.

The full pursuit of these ideals and opportunities requires an educational setting which should provide as complete an exposure as possible to all positive facets of the community's intellectual and cultural resources. Only in this way can our community, state and nation measure up to their ideals and be the leader that they must in the cause of Liberty and Human dignity.

As a means of focusing our attention on the child and his development in an integrated society, the board adopts the following statement of policy.

1. We reaffirm that our primary goal is to provide the best education possible for all children in our schools. All decisions of the board must be measured by this affirmation.

2. We affirm that another goal is to provide learning and social experiences in which children of all races, religions, national origin, and socio-economic levels can learn to know, understand, and appreciate their differences as well as their common ties. These goals are difficult to attain because of lack of finances and facilities, which must be increased in order to provide a good education for children.

3. We believe that the community should realize that learning situations for children are enhanced in part by the integration of children with diverse backgrounds.

4. We must provide facilities of staff and plant to all children on the basis of educational need.

Adopted February 1, 1968

Suggested Plan for Implementation
of Resolution Adopted by
Peoria Board of Education, June 19, 1967
Regarding a "Pilot Program"

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Part I

Introduction

The following resoultion was adopted by the Peoria Board of Education, June 19, 1967:

> "We, the members of the Peoria Board of Education, recognize the problem that exists as a result of the substantially lower achievement of certain individual pupils in the Title I Schools, and particularly in the predominantly Negro schools. We also recognize the consequences to the community as a result of this lower achievement.
>
> "We note--with very considerable interest--the statement by the Citizens' Committee for Quality Education that the school 'facilities' in these schools are approximately equal to those of the other schools in the system. In fact, some members of the committee have commented that --in their judgment, based upon personal observation-- the facilities in these schools actually are superior to those in many of the non-Title I Schools. We appreciate these statements and comments, and we believe that they are undoubtedly true. For example, we firmly believe that the quality of the principals and the teachers in these schools is excellent. They are truly dedicated people.
>
> "Yet, despite all this, the lower achievement of certain individual students continues. We agree with the statement that 'there are many factors contributing to this.' One of them is the home environment of many of the students in these schools. The Citizens' Committee states that, in its opinion that 'this atmosphere of negation at home is one of the most serious hindrances to improved educational achievement. By most experts it is conceded to be the most difficult factor to attack.'

"Another factor which may well be contributing to poor school achievement is this: the youngsters in these schools, by and large, get very little motivation or incentive from their fellow students. Conclusive evidence of the importance of this factor is not available. Enough information is at hand, however, to indicate that a serious pilot program to develop data about the achievement of students in more fully integrated situations, both racially and economically, should be started at once in School District 150. If this integration is thus determined to be a significant factor in improving educational results for the lower-achieving students, particularly those from the predominantly Negro schools, then we pledge to further such integration as rapidly as possible."

Pursuant to this resolution, the administration was directed to prepare and present plans for a "pilot program" that could be in operation during the 1967-68 school year.

Part II

The Suggested Plan

Introduction

Throughout the 1966-67 school year, members of the Peoria Board of Education and the staff joined in discussions and conferences concerning types of "pilot progra s." The resolution adopted on June 19, 1967, a product of those discussions and conferences, places responsibility upon the staff to "start at once a serious pilot program to develop data about the achievement of students in more fully integrated situations, both racially and economically."

The resolution identifies three fundamental interests or objectives that the Peoria Board of Education had in mind when the staff was directed to prepare plans for a "pilot program."

1. The obligation to plan a serious program to <u>develop data about achievement.</u>

2. <u>Data about achievement</u> were to be derived from "more fully integrated situations," and,

3. Student representation, or selection was to be based upon both racial and economic criteria.

The Plan-- Presentation to Staff

1. At the meeting of principals, deans, counsellors, scheduled to be held at Peoria High School, 8:00 A.M., Monday, August 14, 1967, present the subject of a "pilot program," reviewing the resolution adopted on June 19, 1967.

2. At the meeting of elementary principals, Administration Building at 2:00 P.M., Tuesday, August 15, present a suggested operational schedule for implementation of a "pilot program."

The Plan--Implementation

1. At the conclusion of the second week of the first semester of the Fall term of the 1967-68 school year--ask all elementary school principals to file reports: (a) class sizes; (b) pupil-teacher ratios; (c) classroom utilization; (d) programs--general--special.

2. Analyze these reports with a view to determining (a) numbers of students who might be assimilated in non-Title I classes; (b) classifications of students--based upon age, economic, achievement, racial identifications--who might be assigned to classes in non-Title I Schools; (c) staffing-program implications; (d) furniture and supplies, and (e) transportation services.

3. Having analyzed these reports, and having rather firm data concerning numbers of students and available classes and levels, ask principals and staff members of Title I Schools to prepare a list of students, who in their judgment, and based upon available student records, should be considered for re-assignment to non-Title I Schools.

   The initial list might well exceed the number of logically available "seats" or places already inventoried in the non-Title I Schools.

4. When names from this tentative list have been "matched" with available spaces, classrooms, and schools, the consent of parents or guardians must be recorded before a student can be re-assigned or transferred.

   Note: From the first, the Board of Education has emphasized "voluntary" participation.

5. Once parental or guardian permission has been obtained: (a) student records should be carefully reviewed; (b)

further tests should be given, where the data are deemed essential to evaluation; (c) records should be transferred to the receiving school; (d) detailed transportation arrangements should be made, (e) the structure and method of evaluation should be established.

6. Implications for Title I funds and services must be checked.

PART III

Summary

If the avowed purpose of "developing data about the achievement of students in more fully integrated situations, both racially and economically" is to be served, careful, thoroughly professional criteria and procedures must be followed.

If established programs are not to be sacrificed, if teachers are not to be imposed upon, class sizes, pupil-teacher ratios, programs, must be considered at all times.

Increases in clerical-office-administrative duties and responsibilities must be recognized.

Students taken from Title I Schools and reassigned to non-Title I schools must be placed with the highest professional regard for age, achievement, maturity, background and length of enrollment in the Peoria schools.

The Board of Education and staff should share in the judgments as to class sizes, teaching load, building utilization, programs.

If a "pilot program" is to be professionally planned, properly implemented, and "voluntary," the latter part of September or the first of October would be the earliest possible "starting dates," when students would actually be "in class," and in the schools to which they had been assigned.

Mark W. Bills
Superintendent of Schools